WORKING TOGETHER

Strategy for race relations in Ontario

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Summary

It is the objective of the Ontario Human Rights Commission to promote a climate of human relations in the province which will enable all people to live together in harmony, so that they may fulfil their potential to the fullest degree. The Race Relations Division of the commission focuses on an important and sensitive area of relationships: the residual expressions and attitudes of racism which still lurk in our midst.

To this end, we aim to develop strategies and approaches that will be relevant now and in the immediate future. To achieve this objective, it is imperative that the division examines the attitudinal and institutional components of the problem, and that it understands how these components affect intergroup relations.

A primary goal of our strategy is to help every institutional sector of our society to develop its own internal capacity for dealing with problems of racism and racial discrimination. The primary responsibility for promoting harmonious race relations lies ultimately with the key agencies and institutions in Ontario society, such as in education, law enforcement, employment and governmental services.

Certain attitudes and practices have become so firmly entrenched that we do not readily identify them as racist, nor do they receive much, if any, public condemnation. The net result of these established patterns is the exclusion, by and large, of significant numbers of visible minorities from access to our major institutions and from upward mobility within them.

Since this form of racism is both systemic and structural and therefore by its nature most difficult to deal with, any long-range remedy must evolve from a systematic response. This will take years of effort, as well as the direct involvement of the sectors themselves.

We will endeavour to work with all institutions and community groups. Attempts will be made to inform them periodically about the division's concerns, priorities and achievements. It is the objective of the division to draw on the enormous reservoir of goodwill in our society in order to create racial harmony and a society of equal opportunity.

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Preface

The post-war decades have been marked by increased immigration from different parts of the world, including the Third World countries. The Province of Ontario, which has absorbed nearly half of these immigrants, enacted, in 1962, the first Human Rights Code in Canada. This significant legislative initiative was taken in anticipation of problems that could arise from the increasing social complexity of the province.

As a result of the variety and number of immigrants who arrived in the late 1960s and after, especially from the Third World, our society today has become not only multi-cultural, but more clearly multi-racial, multi-lingual and multi-religious.

Furthermore, the immigrants were screened differently from immigrants of the immediate post-war period. They had been admitted into the country under a new immigration procedure based on a point system that emphasized the factors of education and skills. Their very admission under such a system implied that there was a demand for their occupational experience in the Canadian labour market. Many of these new immigrants, therefore, arrived with job and career expectations higher than those of earlier immigrants.

The existence of a Human Rights Code also implied an intention by the province of Ontario to create a society of equality of opportunity and rights. It was natural, therefore, that most of these new immigrants would develop a desire to play a full part in their new society and become a part of its mainstream.

By the mid 1970s, however, many problems began to emerge in race relations. Some members of the dominant society, fearing the prospect of increased competition from new immigrants, openly voiced their opposition to immigrants' demands for equal opportunity. Some showed displeasure at the presence of visible minority immigrants. Many immigrants, as they began to experience frustration and disappointments in finding and keeping jobs, began to openly assert themselves and demand equality of treatment. From all of these developments arose the racial incidents that took place in the seventies in our cities and suburbs and in the remote communities of Ontario. These incidents clearly demonstrated the need for a more active promotion of harmonious race relations.

It was, in part, from this new focus on race relations that the Cabinet Committee on Race Relations and the Race Relations Division were created in December 1979. A Race Relations Commissioner for the province was also appointed at that time.

The establishment, under the new Human Rights Code of 1981, of a Race Relations Division composed of three members of the commission and headed by a Race Relations Commissioner is a key innovation. Previously, the Government had recognized the legitimate and individual concerns of groups, such as women and the handicapped, through the establishment of the Women's Bureau and the Ontario Advisory Council on the Handicapped. Now, similar recognition has been accorded the issue of racism and discrimination based on prohibited grounds and its impact on racial and ethnic minorities. The need to actively promote positive race relations is emphasized by the mandate of the division. That need will remain a priority as a result of our increasing social complexity and the predictable social cost of failing to develop a cohesive race relations policy and programs.

Under the new Human Rights Code, the Race Relations Division of the Ontario Human Rights Commission has been given a firm statutory mandate in issues of race, ancestry, place of origin, colour, ethnic origin and creed:

"to inquire into incidents of and conditions leading or tending to lead to tension or conflict based upon identification by a prohibited ground of discrimination and take appropriate action to eliminate the source of tension or conflict;

"to initiate investigations into problems based upon identification by a prohibited ground of discrimination that may arise in a community, and encourage and co-ordinate plans, programs and activities to reduce or prevent such problems;

"to promote, assist and encourage public, municipal or private agencies, groups or persons to engage in programs to alleviate tensions and conflicts based upon identification by a prohibited ground of discrimination."

This paper has two objectives: *Firstly*, to present to the public the broad strategies that would guide the Race Relations Division in carrying out its mandate, and the program delivery structure that would be used. Since we are dealing with issues and features in race relations that change with time, strategy presentation of this nature must be sufficiently flexible to accommodate new circumstances as they may arise. Therefore, while fundamental questions have been raised in this report, and general policy implications of issues discussed, the division has not tried to present a very detailed program of implementation, but set reasonably general priorities and guidelines. It has also sought to balance short-term objectives with long-range ones.

Secondly, in order to meet the division's immediate need for public understanding of its role, this provides a basis for community information and further discussions on race relations policies in the province.

The division's aim is to develop strategies and approaches that will be relevant both now and in the immediate future. It is therefore imperative that we examine the attitudinal and institutional components of the problem and understand how they influence intergroup relations.

The subject of race relations is dynamic, not static. The systemic nature of racism, as well as individual and group attitudes towards minorities, can, and does, change over time.

Positive change and social progress do not come automatically. Instead, they come through planning and purposive initiatives. In race relations, there has to be a strategy of change. In presenting a strategy statement on race relations from this premise, the division will be asking for the co-operative alliance of the entire society.

Acknowledgements

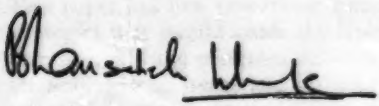
This strategy paper was first circulated within the Ontario Human Rights Commission to elicit views and comments. I, therefore, express my great appreciation to colleagues in the commission and to members of the staff of the Race Relations Division, whose comments and suggestions are reflected in this final product.

I am particularly grateful to the past chairman of the commission, Dr. Dorothea Crittenden, and other commissioners for their assistance. I owe special thanks to Commissioners Bev Salmon and Jane Pepino (now with the Ontario Police Commission) who, with me, have had special responsibilities in race relations, and who have greatly contributed to the production of this paper.

I am thankful to George Brown, executive director of the commission, Mark Nakamura, manager of the Race Relations Division and Doug Ewart of the Ministry of the Attorney General for their insights and views.

Finally, my thanks to Dr. Samuel U. Ifejika, who as the policy analyst in my office, carried out the research for this report, and to Susan Ramondt, my executive assistant, for her help and support.

I accept full responsibility for any errors and deficiencies that may appear in the analysis and conclusions presented in this strategy document.



Dr. Bhausaheb Ubale

Introduction

The Government intends to continue to give leadership, support and encouragement to many agencies (both government and private), organizations and individuals who are working to eradicate the residual racism which still lurks in this province. We will meet racial violence with the full force of the criminal law, counter racial discrimination with the committed enforcement of human rights legislation and move to eradicate racist attitudes with effective educative initiatives.[1]

Premier William G. Davis

1. *Forward Together:* A statement of the position of the Government of Ontario on the issues raised in the Ubale Report on the concerns of the South Asian Community, Toronto, April 1978, p.1

Problem Definition

Since many attempts at problem-solving in the area of race and other intergroup relations are often characterized by poor problem diagnosis, it is essential, at the beginning, to clarify the substantive components of our understanding of race relations. It is around such an understanding that we propose to develop our broad objectives and strategy.

The term 'race relations' refers to the pattern of interaction, in an interracial setting, between people who are racially different. Both in its literary and in its community usage, the term has also tended to imply harmonious relations, i.e. one race getting along with another. Although that may be a valid interpretation, results might be very disappointing if policy responses were established on this assumption alone.

In terms of policy considerations, what is needed is a recognition of the *racial* dimensions of the problem. Two key components are crucial in any definition of 'race relations' — racial intolerance arising from prejudicial attitudes based on race and colour and racial disadvantage arising from the systemic nature of racism.

Since our strategy will focus on these two components, their further clarification is essential.

1. Racial Intolerance

Racial intolerance implies the incapacity of people of different races to get along. It involves attitudinal as well as behavioural dimensions of race relations. The inescapable conclusion is that an element of intolerance is a negative component of race relations. Racial intolerance is often characterized by a prejudicial, or even hostile, attitude, which tends to be expressed in overt or explicit terms. It involves a prejudgement and, often, a misjudgement of other racial groups, thus impeding those groups' self-actualization and economic advancement.

Prejudicial attitudes may not only lead to faulty generalizations and stereotyping of specific racial groups but, as in the case of overt racism, may include an element of hostile behaviour towards such groups or their individual members. Newspapers are constantly reporting occurrences of physical attacks, vandalism, graffiti, racial slurs and other recognizably racist acts, all of which generate racial tension in our society.

Conduct based on racial intolerance is exacerbated by certain social conditions, such as high levels of unemployment. Particular groups are made the scapegoats and are held responsible for these problems.

2. Racial Disadvantage

Racial disadvantage (a term first used in a 1975 British Government white paper that heralded the new Race Relations Act) denotes the multiple deprivation that some racial and ethnic minorities suffer, in some instances because of cultural and linguistic barriers and, in some instances, because they lack equal opportunity in the mainstream of society. They therefore tend to be restricted to the lowest-paid jobs and the worst housing.[2] Racial antagonism and a hardening of prejudice against disadvantaged groups are apt to reinforce the barriers against the equal participation of these groups in Ontario society.

After nearly thirty years of anti-race discrimination laws, Ontario has made great progress in many areas, but not, unfortunately, in others. During the past ten years, numerous reports have been published on the subject of race relations, such as Head (1975), Rosenstock (1976), Pitman (1977), Ubale (1977), Elliston (1977), Henry (1978), Carter (1979) and Head (1980), to name only a few. All these reports indicate that we are witnessing a structural shift from more overt forms of racism to more covert and systemic forms which, in terms of impact, are just as insidious and, in fact, reinforce structural barriers against equal opportunity and worsen the province's race relations climate.

A remarkable illustration can be made with the 1980 Report of the Canadian Civil Liberties Association, which identifies the phenomenon of 'screening' certain minority job applicants by employment agencies on behalf of their discriminatory employer-clients. This is only one of the many recent examples of institutional discriminatory practices, which some members of racial and visible minorities constantly face in their struggle for self fulfillment.

Although one of the key aims of the *Ontario Human Rights Code* is to ensure that selection of employees is not based on considerations of race, but on merit, racial discrimination is still considered to be a significant problem in all categories of employment. A 1980 study of job opportunities in law in Ontario, sponsored by the Law Society of Upper Canada and the deans of

2. See *'Racial Equality and Social Policies in London'*, a discussion paper presented by the Commission for Racial Equality to the London Borough Association, London, August 1980.

the provinces's six law schools, revealed that the hiring of lawyers by law firms and businesses was characterized by bias and discrimination, particularly against racial and ethnic minorities, including Jews. Whereas factors such as race, national origin and sex played a key part in hiring, of other important factors, law school grades were among the last to be considered.

There are more glaring examples of disadvantage; a recent study by the National Congress of Italian-Canadians showed that in one Metro borough, where more than 20 per cent of the population speaks Italian as a mother tongue, there is only one Italian speaking public health nurse. The same deficiency is felt in schools, social agencies and municipal and other government services. Unemployment among young blacks is rated as high as about 87 per cent in certain neighbourhoods in Metropolitan Toronto as compared to about 52 per cent for white youths in the same area. More broadly, it is worth noting that complaints alleging discrimination because of race and colour have represented the largest complaint category in all the years of the Ontario Human Rights Commission's operation.[3]

All these factors have obvious implications for the state of race relations. The degree of despair and bitterness within and between racial and ethnic groups contributes to the nature of their relationships and their perceptions of the distribution of social and economic rewards. Limiting and unfounded views of the potential and abilities of certain groups accentuate any existing institutional practices of discrimination and undermine the merit principle.

Often, emphasis is placed on the need for job experience without the recognition that certain groups cannot get the necessary experience unless they first get a job. Some people have suggested that the admission of certain immigrants into the country has brought about 'ghettoization' without recognizing the underlying economic causes. Stereotyping and categorization of groups not only lower the self image of group members, but, in the case of more recent arrivals, decrease their chances of speedy adaptation to society.

Furthermore, a climate of racial disadvantage often contributes to the fertile ground on which racial supremist organizations thrive, and assists them in stirring up further hostility against already disadvantaged groups. The activities of such organizations have already been felt in this province through their distribution of hate literature to school children and apartment dwellers and through the proliferation of racist signs and graffiti.

3. See *Ontario Human Rights Commission Annual Report, 1980-1981*, p. 13. The Report states that since 1974-1975, these complaints have totalled from 36 per cent to 56 per cent of all complaints resolved, and in 1979-1980 and 1980-1981, they represented 41 per cent and 45 per cent of the Commission's caseload respectively. The high percentage of complaints based on colour and race is even more remarkable when it is realised that, in 1980-1981, for instance, complaints based solely on nationality, ancestry or place of origin totalled only 8 per cent of caseload. See *Ibid*, p.13.

Strategy

It is important to bear in mind that problems of race relations are societal problems. Neither the government nor the Race Relations Division alone will be able to solve them. It is society as a whole which should solve these problems.

Dr. Bhausaheb Ubale
Affirmation

December 1980

Strategy Considerations and Objectives

From the foregoing analysis, it becomes apparent that our strategy should aim (a) to promote racial harmony — that is, to eliminate racial intolerance, and (b) to remove racial disadvantage. Both of these objectives require massive social education at the community and institutional levels, accompanied by appropriate institutional changes. Therefore, we need a coherent public policy and a comprehensive strategy. Hill and Issacharoff, in their study of community relations committees in Britain, have pointed out that the aim of racial equality and racial harmony requires 'a strategy of change'.[4]

Our strategy of change is set out in this section of the paper:

1. Race Relations and Social Planning

There is a tendency to treat race relations as a unique problem that must be dealt with independently, regardless of its interplay with other social policy areas. This approach is short-sighted for many reasons.

Racial minorities are present everywhere in society. Their lives touch every public policy area. It is therefore imperative that race relations should be treated as an integral part of social policy planning. For example, those engaged in child welfare planning must take into account the cultural and racial background of the family and neighbourhood. Those preparing youth employment strategies must build in a racial component. For instance, in recognizing that racism exists, they must also recognize that visible minority youth will be the most negatively affected by youth unemployment.

2. Primary Goal

Given our philosophical position, one of our primary goals is to help every institutional sector of our society to develop its own internal capacity to deal with problems of racism and racial discrimination by providing consultative services and other necessary assistance in policy and program development. The various sectors concerned must be encouraged to assume a leadership role in the area of race relations; agencies such as ours will provide back-up services in order to ensure that this occurs.

We consider that from the long-term point of view, this is the most desirable approach for the Race Relations Division to follow. Any short-term

4. Hill, Michael J. and Issacharoff, Ruth M., *Community Action and Race Relations*, Oxford University Press, London, 1971.

disadvantages are out-weighed by the ultimate benefits society will derive. However, there are occasions when the division will have to be up front, playing, from time to time, a more direct leadership role.

3. Thrust of Our Work

Essentially, we see ourselves as mediators, conciliators, educators and facilitators. Whenever an issue, problem or conflict arises, our first major effort will be directed towards mediation. Working mostly behind the scenes to negotiate solutions to problems between conflicting parties, it is our experience that better results are attained through this method.

Therefore, the Race Relations Division will not resort to high profile tactics, unless, in a particular set of circumstances, it is essential that we do so. It is recognized, however, that in order to set a positive trend, the division may, from time to time, make public statements about societal problems and the means by which it is considered solutions can be obtained. But in all our actions and initiatives, we must always bear in mind that the mandate we have been given deals with a sensitive subject area, and calls for the highest social responsibility.

4. Building On Positive Aspects

An important consideration in our strategy is to develop ways and means to draw on the positive aspects of society. We are convinced that most people in Ontario are not racists. There are thousands of white Canadian-born families that have adopted or are fostering ethnic minority children. Marriages and active friendships have been established between people of different racial and ethnic backgrounds. Through public forums it has been demonstrated that people are sensitive to this issue and are willing to search for the solutions to the problems of racism in our society.

One of the reasons that racism has not significantly diminished may be that there is not enough public awareness of the problem. Or perhaps well-meaning people consider themselves unable to contribute to a solution. It is, therefore, the objective of the division to draw on the enormous reservoir of goodwill in our midst in order to create racial harmony and a society of equal opportunity.

We believe that social justice for all groups and the ideal of equality of opportunity are the underpinnings of all democratic societies. In the province of Ontario they will provide a strong foundation for stable and more harmonious race relations. The attitudes of all segments of the population are crucial, for they set the tone of society.

5. Certain Constraints

Many factors may affect the extent of goal achievement in race relations work. Among these are the mandate, power and organizational structure of the Race Relations Division, the financial, human and other resources at its disposal, the availability of verified information through research, the comprehensiveness of the law and of public policies on race relations, the effectiveness of enforcement of those laws and policies, the role of the media in forming and influencing opinion, and the overall support or resistance of the community. All these factors must be taken into account when considering strategy and program initiatives and when assessing their effectiveness.

In trying to address community expectations and in assessing its own interventions, the division has come to fully recognize the implications of the fact that the community it serves is not a homogeneous one. The heterogeneity of the society of Ontario is reflected in its diversity of interests, beliefs, viewpoints and structures. These factors may, at times, make it very difficult to forge stable alliances with the various groups or to agree on the means and approaches that should be taken to deal with them. Accordingly, it would be unwise to depend solely on the viewpoints of one particular group or leader. Furthermore, the transitory nature of office bearers in ethnic and community organizations may compound the problem.

6. Partnership with Society

It must be emphasized that the division, to be effective, needs the input and support of people and groups in society. It wishes to work with them, not from an ivory tower position, but in partnership. The work of the division will have relevance only if it influences and, ultimately, gains the acceptance of the public.

Given our need for co-operative alliance with the community, we must establish an ongoing consultation with its members. We will endeavour to consult them before any major policy initiatives are taken. Attempts will be made to inform the community periodically about the division's concerns, priorities and achievements.

The division wishes to establish its partnership with the community on two levels: (a) the grass-roots level, and (b) the institutional level. For this purpose, we wish to set up, where feasible, community and institutional sector consultative committees.

Community involvement and citizen participation through local organizations have generally centred around advocacy and demands. In recognizing that these organizations (often ethnocultural in character or orientation) provide an important source of individual, and group, meaning

and identity, the government of Ontario has rightly supported their development and leadership. Their guaranteed independence and freedom in the expression of particular concerns and demands ensures their co-operation in building an equitable society for Ontario and, at the same time, provides a safety valve, not only for themselves, but for society as a whole.

All community organizations have the potential to be involved in race relations work. If the Race Relations Division is able to take full advantage of this potential, race relations initiatives would be enormously extended, and the distinction between organizations that are solely concerned with race relations and those that are not, or only partially, involved, would be irrelevant. Our strategy aims at the utilization of every available society-based resource.

Race Relations work is complex and enormous. The impact that is being sought is far-reaching. Given these considerations, it is important that the total community becomes allied. The division, therefore, approaches the communities full of hope for what can be accomplished by working together.

Community groups can further help in race relations work by ensuring that facts precede the conclusions and judgements that groups and individuals within the community make about each other. Society as a whole should recognize, as Lewis Mumford[5] pointed out, that conflict is minimized and people feel more secure where they have a 'sense of belonging, of being wanted,' confident of their ability to contribute their own ideas about solutions to social problems.

Community organizations can help diffuse local conflicts by their willingness to play a mediation role, not only within their particular groups, but within other groups and agencies. Indeed, an argument can be made for community organizations electing Community Race Relations Officers (representatives or committees) in their annual elections.

The work to be done and the changes to be made are not the responsibility of the dominant society alone. Minorities have an equal responsibility. Race Relations is a 'relationship' in which adjustment is called for on all sides.

The Race Relations Division, therefore, has the further objective of assisting or supporting those agencies that are helping new immigrants to understand not only their rights, but also their duties. Often, newcomers lack proper knowledge and appreciation of the laws of the land and the values of the society they are entering, which impedes their adjustment.

5. Mumford, Lewis, 'Contrapuntal Organization', in *Our Community*, New York University Press, 1960, p.p. 159-177 at p. 176

7. Co-ordinated Efforts

All levels of government, municipal, regional, provincial and federal, have demonstrated interest in race relations.

Failure to establish co-operation between agencies of the various levels of government by ongoing consultation and proper co-ordination will result in the duplication of effort, waste of resources, confusion and the unwitting complication of each other's work.

The Race Relations Division wishes to play a role in helping to bring the various levels of government together in the delivery of programs in Ontario. We have a statutory mandate to develop and promote race relations policies in the province of Ontario. Therefore, we are well-suited to identify resources and problems. However, we can be successful in this role only with the co-operation of other levels of government.

8. Funding Power

One of the limitations that adversely influences the division's initiatives is the lack of a financial resource base to fund community race relations programs.

The division needs adequate funding to be able to fully carry out its mandate. While community groups can, and should, do some mobilizing of their own, it is necessary that the division be in a financial position to mobilize the community around certain race relations goals and activities. It is our hope that, in due course, the government of Ontario will make funding available for certain race relations projects in the community through the Race Relations Division.

9. Priorities

As previously stated, race relations touches every aspect of our lives. Therefore, the division should utilize its resources simultaneously, but carefully, in all areas. Setting priorities, however, may be largely a subjective operation — and definitions of priorities in race relations may differ among groups and organizations.

From our own point of view, we consider the following areas and issues to be most important: minority youth employment, equal employment and educational opportunities, and the criminal justice system and its relationship with minority groups.

We shall deal only with minority youth unemployment here; the others will be dealt with in the next section.

The issue of minority youth unemployment has, for some time now, been one of concern to various levels of government. The racial tensions in Brixton, Southall, Liverpool, Manchester and other places in Britain (July 1981), and in Miami, United States (May 1980) reinforce the importance of providing job opportunities for minority youth and other disadvantaged groups.

Early school leavers and visible minorities have a greater handicap than other people in getting jobs. There is a tendency for some employers to link colour with employability. Generally, there is an under-representation of visible minorities in both the private and public sectors, particularly in higher-paid job categories.

Research[6] further reveals that the problems of minority youth are compounded by lack of requisite skills and training, poor education and high drop-out rates from schools. These problems must be confronted now if the situation is not to deteriorate and pose serious problems for future race relations.

We believe that racial tensions among youths can be greatly eased by ensuring that they are suitably trained for employment, and further, that their attempts to escape from marginal employment and periodic dependency to permanent employment become ultimately successful. As stated in *Equal Opportunity and Public Policy*[7], more emphasis should be placed on industrial training when dealing with the basic needs of an immigrant who has no, or limited, Canadian job experience.

It is in the interests of good race relations to ensure that young people of all colours, creeds and nationalities do not experience the tensions and frustrations that discrimination and prejudice bring.

Immigrants generally, and visible minorities immigrants in particular, who came to Canada in the 1960s have, to some extent, tolerated discrimination. However, the Canadian-born children of these immigrants, who will enter the labour market in the next four to five years in large numbers, will surely consider themselves full members of the Canadian society, and will expect to be treated with fairness and equity. This, after all, is in keeping with the image the Canadian society projects, and Canadian society is the only one these children know.

6. See May, Margaret C., *et all, Buddy, Can You Spare a Job*, Canada Employment and Immigration Commission, Toronto, January 19[illegible].

7. Ubale, Op.cit., 1977

We worry about unfair treatment of this, and any, new generation of Canadians because, as the British and American experience has shown us, they will not react, adjust and generally relate to society in the same manner as their parents for the simple reason that they are not 'newcomers' or 'visitors'. They are native born. They will demand equal treatment and will be unwilling to be grateful for merely being in Canada.

10. International Co-operation in Race Relations

Race Relations has become an international issue. The positive effect of international conferences and initiatives in the area of human rights, and the global efforts that have been made over past decades to address the problems of racism and racial discrimination within nations must be broadly pointed out. The United Nations, in particular, has helped to generate an international climate of opinion favourable to positive national action in the area of race relations. Canada is signatory to many of the international conventions and declarations dealing with human rights issues and the elimination of racism and racial discrimination.

The ten-year period beginning on December 10, 1973, and ending on the same date in 1983, has been designated by the United Nations as a decade for national and international action to combat racism and racial discrimination. Among the stated goals to be reached in this decade is the promotion of 'human rights and fundamental freedoms for all . . . especially by eradicating racial prejudice, racism and racial discrimination.'

Today, the governments of several countries have established their own race relations organizations. With some variation in certain areas, race relations problems remain more or less the same in different jurisdictions, although each jurisdiction is trying to find its own solutions to its own problems.

The division is committed to establishing a working relationship with other jurisdictions throughout the world. In the difficult and sensitive area of race relations, there is a benefit to be gained from each other's experience. Information, resources and experience can be shared internationally.

With this consideration in mind, the Ontario Commissioner for Race Relations has already established a working relationship with national and international race relations leaders and race relations commissioners in other jurisdictions.

11. Time Frame and the Immediate Years Ahead

Finally, the division calls for patience on all sides, and warns that the mere existence of a Race Relations Division will not bring about the end of

our problems. Problems will exist for a number of years because changes in social attitudes and behavioural patterns will require some time to accomplish. Therefore, it is essential that any hasty judgement of the success of our policies be avoided.

The next ten years will be critical for the province of Ontario and for Canada. During this period, society must plan for the smooth transition of the children of visible minority immigrants from school to the workplace if we are to avoid the polarization of feelings and the tensions of citizenship that could arise out of neglect.

The transitional period immediately ahead will require consistently responsive initiatives and public policies to dismantle the complex problem of racial and economic disadvantage.

In the end, our society will be judged by the sense of fairness of its people, by the promptness of its response to its problems, and by the magnanimity and wisdom of its leaders. Leaders, after all, are the key decision-makers and influencers of public opinion and attitude.

We strongly believe that, through mobilizing and building on the positive strengths of society, through avoiding all forms of extremes – whether of passion or resistance – society will come much more rapidly and peaceably to a widely acceptable consensus of solutions to its social problems.

Administrative Structure

If we can simply expand the reservoir of tolerance and goodwill which has long existed in this province, I am confident that we can eliminate the sharp, unpleasant incidents of racism which continue to poison the Canadian dream for all too many persons.

Attorney General, Hon. R. Roy McMurtry
May 6, 1981
(Remark made at Jane-Finch Inter-faith service organized by the Consultative Committee of Religious Leaders on Racism.)

Community and Institutional Work

So far, we have discussed the philosophy and the strategy of the Race Relations Division. In this section, we wish to examine the administrative structure and the methods through which we wish to carry out our policies.

The main task of the Race Relations Division is to sensitize, educate and assist the key institutions in Ontario on the one hand, and the community (both visible and non-visible groups), on the other.

There are three main approaches to organizing resources in this area:
a. by selecting key institutional sectors and concentrating all efforts on them;
b. by working at the community level;
c. by combining sectorial and community work.

The first approach appears logical but it may be too limiting in the area of race relations. Key institutions cannot be dealt with in isolation when racism permeates all levels. For instance, schools and police forces are part of our society; the racism that exists in the society will be transmitted through these institutions.

The second approach has serious drawbacks in that it does not address systemic problems. The third approach raises the problem of spreading limited resources too thinly; but we cannot reject this approach outright. The complementary aspect, which is inherent in it, is vital for race relations.[8] The key institutions and the community at large have strong linkages. What happens in those institutions is transmitted to the community and *vice versa*. Accordingly, it is important to strike a balance by working both with the institutions and the community. The organizational chart on the next page reflects this philosophy.

Some confusion exists about the role of the Race Relations Division vis-a-vis other arms of the Ontario Human Rights Commission. There are two administrative divisions within the commission: the Race Relations Division and the Conciliation and Compliance Division. The latter is the enforcement arm of the commission. Once someone feels that he or she has been discriminated against under the provisions of the *Ontario Human Rights Code*, he or she may file a formal complaint with the commission. It is the function of the enforcement arm of the commission to investigate such a complaint according to the procedures laid down in the Code.

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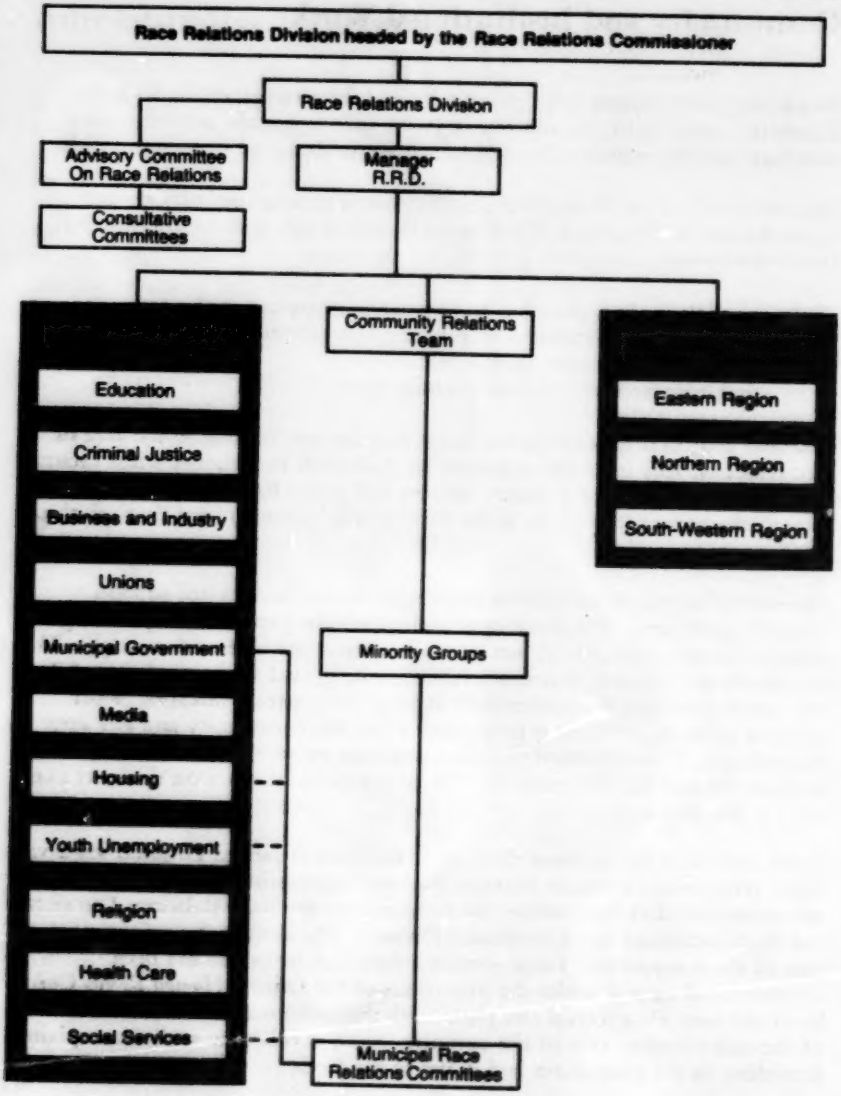
8. Race relations are complex; they involve culture, personality and structures in interaction. In recognition of this fact, the popular approach within the policy field of race relations is that of multiple intervention in strategy. See, for instance, Rothman, Jack, *Issues in Race and Ethnic Relations: Theory, Research and Action*, Peacock, Michigan, 1977, p. 35; Patel, Dhiru, *Dealing with Interracial Conflict: Policy Alternatives*, The Institute for Research on Public Policy, Montreal, 1980, pp. 35-64.


Race Relations Division headed by the Race Relations Commissioner
Race Relations Division
Advisory Committee On Race Relations
Manager R.R.D.
Consultative Committees
Community Relations Team
Education
Criminal Justice
Business and Industry
Unions
Municipal Government
Media
Housing
Youth Unemployment
Religion
Health Care
Social Services
Eastern Region
Northern Region
South-Western Region
Minority Groups
Municipal Race Relations Committees

However, it is recognized that discrimination deals with ingrained social attitudes, which cannot be changed by legislation alone. Attitude change calls for massive social education. And it is the function of the Race Relations Division to help prevent the occurrence of discrimination, and to initiate measures aimed at eliminating and dealing with overt and institutional racism. The Race Relations Division does not deal with individual complaints of racial discrimination under the Code.

Where actual conflict and racial tensions have emerged or are developing, the Race Relations Division plays a mediation and conciliation role.

The Race Relations Division[9] is composed of three commissioners and an administrative staff, and is headed by the Race Relations Commissioner. The division is responsible for the formulation and administration of race relations policies and operates with a separate budget allocated by the Ministry of Labour. The administrative arrangement for the implementation of the division's current program objectives and the policies will now be described.

1. Community Relations Team

Concerted efforts aimed at improving intergroup relationships will be needed within the community. When specific race relations problems develop it is the duty of the division to intervene in whatever way it thinks appropriate within the frame of its mandate in order to help restore harmonious relations.

The task is not simple, for we recognize that convictions and expectations differ widely in our communities. The central role of the division's race relations staff and of local race relations organizations is to use their professional skills to prevent intergroup conflicts or, where conflicts have emerged, to help bring them to an end.

For this purpose, the division has established, in Metropolitan Toronto, a community relations team, which would be ready to intervene in any area of the Metropolitan Toronto region where a race problem may surface. As well as functioning together as a team, members will also act as individuals, depending on the nature of the problem or the extent of the emergency.

9. Please do not confuse sub-committee of the commission with the Race Relations Division. Sub-committees are appointed by the chairman of the commission but the Race Relations Division is established under the *Ontario Human Rights Code*. The Code states: "The Lieutenant Governor in Council shall designate at least three members of the Commission to constitute a race relations division of the Commission and shall designate one member of the race relations division as Commissioner for Race Relations."

It is the responsibility of the community relations team to diagnose, monitor and keep abreast of the race relations climate in Metropolitan Toronto and surrounding areas. They will tend to concentrate their work in specific neighbourhoods — i.e., communities where racial or ethnic tensions may develop. Their close relationship to these problem areas enables them to suggest suitable programs that would have remedial value in the particular setting in which they operate.

Finally, it is the responsibility of the community relations team to deal with 'overt racism'. They will mediate, or refer to appropriate agencies for resolution, neighbourhood, or institutional conflicts that generate, or may generate, racial and ethnic strife.

In the eastern, northern, and south-western regions of the province, Race Relations Division staff operate as generalists and therefore fulfil a much wider range of functions. They serve not only as community relations officers, but also in the key institutional sectors described below.

2. Institutional Sectors Team

Staff of the Toronto office are assigned to specific institutional sectors. The sectors on which we are currently focussing our attention are: (a) educational institutions, (b) criminal justice system, (c) business and industry, (d) unions, (e) municipal government, (f) media, (g) housing, (h) minority youth employment, (i) religious institutions (j) health care, and (k) social service delivery systems. One staff member has been assigned to each sector or to a group of sectors, where necessary.

Institutions such as government, media and schools are important in shaping the attitudes that affect race relations. However, within institutions, racialist attitudes are not expressed in obvious ways, nor do they reflect hostility or misjudgements of the problem. Often they reflect subtle defence and perpetuation of a status quo that is detrimental to the interests of disadvantaged groups, and result in specific discrimination against such groups.

Furthermore, certain attitudes and practices have become so firmly entrenched in certain key institutions of our society that we do not readily identify them as racist, nor do they receive much, if any, public condemnation. The net result of these established patterns is the exclusion, by and large, of significant numbers of visible minorities from access to our major institutions and from upward mobility within them.

Since this form of racism is a structural one, and by its nature most difficult to deal with because it is less observable, any response to it must be systematic and not ad hoc. The development of strategies to deal with

institutionalized racism is, therefore, a long, slow process that will take years of effort. The impact and the results may not be apparent for some time, and any progress will need to be monitored by research.

The division believes that staff must work with key institutional sectors in our society to develop internal structures for improving intergroup relations. Staff will encourage leadership, and seek the support and voluntary compliance of the institutions involved. They will act with the central aim of enhancing the race relations climate and help these institutions to remove, voluntarily, discriminatory practices based on race, colour, nationality and place of origin.

We are interested not only in the sectors' internal problems, but in their external relationships with society at large. Many sectors, such as the media, religious institutions, and municipal government, have influence both within specific constituencies and across society. We will now deal with the various sectors in greater detail and in terms of the key issues and problems faced by the individual officers assigned to those sectors.

a. Educational Institutions

The elimination of racism and discriminatory practices within educational institutions is a major responsibility. Educational institutions are important centres of secondary socialization. As stated in a 1979 report of the Toronto Board of Education:

> The school has a significant role to play in helping minority children develop the ability to face and overcome racial discrimination, to reject the role of victim, and to challenge with confidence the notion that they have less than an equal part to play in Canadian life and institutions. Schools must also help children of the majority race to develop the ability to recognize and reject racial stereotyping. And we must foster in children a respect of differences and the recognition of the essential unity of the human race.[10]

Furthermore, education and vocational training are factors that can make minorities more competitive in today's job market and economic climate. Failure to receive proper education and training have been linked to low self esteem, experienced especially by those families of lower socio-economic status that may live in public housing. Disadvantages in education and disadvantage in employment are therefore closely connected. It is crucial that the educational environment does not become racially insensitive and thus form a barrier to the right of all groups to equal education and equal opportunity.

10. From *Final Report of the Sub-Committee on Race Relations*. Toronto Board of Education, May 1979, p.6.

The efforts that have been made and that are continuing to be made by the various boards of education since the mid 1970s to confront the problem of racism in our educational institutions are, from many aspects, impressive. They include textbook reviews to eliminate stereotypes and racial bias; conferences, seminars and workshops to discuss the issues and to address the question of the needed adjustments and re-orientation in attitude, which many teachers and school administrators must have to undergo; research and reports (such as the one by the Toronto Board of Education, which has just been quoted) that examine the nature of the problem and attempt to devise suitable remedial strategies.

But the task of conquering institutional racism remains an enormous one. For that reason, the division has identified the following issues and problems: (a) the existence of racial prejudice within educational institutions and the lack of training in race relations by teachers and school administrators, (b) perceived discrimination in the hiring and promoting of teachers and administrators which, it has been suggested, is responsible for the lack of visible minority role models in the senior levels of some schools, (c) minimal or insufficient communication between minority and immigrant communities and the school, (d) minority student drop-out rates, youth unemployment and the role the school system should play in helping students to meet their needs in terms of racial disadvantage, (e) strategies to deal with name-calling and other racial incidents on school premises, (f) racial, ethnic and religious bias in the curriculum that have a negative impact on ethnic and visible minority students, the stereotyping and negative categorization of groups in school textbooks, and (h) the streaming and assessment of students and the negative impact of these practices on visible and ethnic minorities.

In dealing with all of these issues, staff assigned to this area will work closely with teachers and other professionals, the Ministry of Education, boards of education and community agencies and organizations similarly interested in the problem. The elimination of prejudicial attitudes and discriminatory practices from educational institutions is a long-term responsibility that requires long-term policy and program initiatives. For staff to be effective, necessary contacts would have to be developed within the school system itself.

b. The Criminal Justice System

The criminal justice system is made up of law enforcement, the judiciary, and the correctional services. Traditionally, the criminal justice system, from enactment of law to its enforcement, has generally been viewed by the minorities with suspicion and hostility. Many members of the minority community often assume that they would not get equality of treatment from

the criminal justice system and tend to distrust officials who work within it. Expressions of such dissatisfaction therefore make the criminal justice system one of high profile.

In maintaining a criminal justice system in which all sectors of society have confidence, the key considerations should be responsiveness, representativeness and acceptance of responsibility. This is a responsibility that our society has accepted. Thus, law enforcement agencies such as the police have, since the late 1960s, turned to the Ontario Human Rights Commission for help in the delivery of training programs in race relations. For a closer look, we will discuss the issues and our current and projected initiatives under Law Enforcement Agencies, Administration of Justice, and Correctional Services.

b.1. Law Enforcement Agencies

We will focus on two main areas of concern — i.e. police-minority relations and police training. Having a direct staff involvement with the police enables the Race Relations Division to gain a more in-depth knowledge both of the police as an institution and of policing matters. By doing so, the division hopes to increase its problem-solving capability in this area. Such an approach also creates a more effective working relationship between the police and the division.

b.1.a. Police-Minority Relations

The problem of police-community relations cannot be minimized or ignored. The police and the community are making efforts to improve their relationship and to eliminate past misunderstandings. Nevertheless, members of the community are still distrustful of the police, and vice versa. We therefore feel that race relations work within the police force is critical, and should be undertaken at two levels.

Firstly, we have to deal with problems in the relationship between the police and the community. *Secondly*, we have to deal with police training.

As regards the first, initially, it is important to continue to have some police officers assigned to the task of establishing and widening linkages with the minority community. Such officers are in a position to communicate community concerns to the police, and to communicate the concerns of the police to the community. Their task is a difficult one, which should be respected and supported by both the community and their fellow police officers.

However, it must be emphasized that it is the police officer on the beat that minority group members often encounter in adversarial circumstances, and it is how the officer behaves in such situations that determines whether the

community thinks well or ill of the police. Partly for that reason, effort has to be concentrated on sensitizing the police force as a whole to the special problems of a multi-racial, multi-cultural society.

b.1.b. Police Training

The Ontario Human Rights Commission, over the past several years, has worked closely with local police forces, provincial police and the Ontario Police College in reviewing available training materials and setting out training programs and guidelines for recruits and in-service police officers in human, race and ethnic relations.

The need for this training has been recognized within the commission since the late 1960s. In 1978, the Race Relations Commissioner was invited by the Metro Toronto Police Commission to design a suitable police training course in the areas of human rights and race relations for Metro's then nearly 5,000 police officers. All police officers in the Metro area took this course, which was titled, 'Policing in Multi-cultural Society', as a means of increasing awareness and affecting attitudinal change. Efforts in this area must be continued with greater commitment and more comprehensive planning. The Race Relations Division, through its staff person in this sector, would provide all the back-up help it could.

Other problems that would require the attention and assistance of our staff include (a) police recruiting, hiring and promotion practices, and the need for affirmative action programs, (b) the strengthening of the formal and informal liaison between the police and minority groups, (c) referral and assistance in cases of allegations of racial harassment of visible and other minorities in the streets, prisons and detention centres by police officers or prison guards, (d) prompt action in dealing with racially motivated assaults and acts of vandalism, and, (e) monitoring the activities of hate groups and their distribution of hate material.

b.2. Administration of Justice

We have a judicial administration system that society is proud of because, in general, it has been seen as impartial.

However, it is important that our judicial system be constantly sensitive to the changing nature of our society, and that it takes precautionary measures to foresee possible problems. Such an approach will enhance rather than diminish, the integrity of the judicial system.

The justice administration system should be made aware of possible stereotyping of visible minorities. The media and some members of our society may sometimes be tempted to associate colour with crime. But, like

any other group, there are good and bad elements in the minority community. Sometimes, a crime committed by a minority person is viewed disproportionately. This bias, when injected into the publicity surrounding crimes, places an accused minority offender at a disadvantage.

These then, are some of the dangers to watch in our multi-racial setting. As part of a prevention strategy, our staff could be of assistance to the Crown Attorney and Justices of the Peace in cases that have a racial element.

Furthermore, we consider that increased participation of visible minority group members in the administration of justice will enhance the confidence of minorities in the judicial system and provide positive role models for the visible minority community.

b.3. Correctional Services

Correctional institutions are generally viewed from a negative perspective by many members of society. This view should not, however, preclude society from addressing race relations problems within these institutions.

Concern has been expressed that minority prisoners and detainees are, at times, subjected to racial harassment by fellow inmates and some officials. Although this has not become a major problem, it is necessary to promote a healthy human relations environment in the prisons.

It is therefore our intention to assist the correctional administration system in preventing the occurrence of racial problems in correctional institutions. As in other sectors, this would call for sensitization training and retraining of correctional officers and the participation of members of the visible minority.

c. Business and Industry

Business and Industry have, in recent years, taken considerable interest in such fields as pollution, conservation and even local community affairs. But this sense of social responsibility is yet to be felt in the area of race relations.

While business and industry certainly have an interest in operating in a good social environment, they appear not to have recognized the responsibility they share with the community in bringing about such an environment.

They do not, for instance, usually include improved relationships with minority groups among their social responsibilities, nor do they always take into account the concerns and needs of the communities in which they operate. Generally, they have tended to ignore the racial problems that occur outside the corporate setting, but which have economic roots. Altogether, a policy vacuum exists within business and industry on such matters as

minority youth employment, racial discrimination and harmonious relationships in the workplace, equal opportunity in employment and related issues.

Business associations such as chambers of commerce have a leadership role to play in encouraging the development and promotion of a race relations policy throughout the business sector.

Recent experiences in Britain and the United States indicate how crucial it is to provide jobs for disadvantaged groups. They also suggest that certain race relations problems can be linked directly to an economic foundation. More broadly, unemployment is one of the key factors in the increase of tension and conflict in the inner cities of multi-racial societies throughout the world. The business and industry sector have enormous potential and resources to deal effectively with the problem.

We do not want to impose our own solutions. On the other hand, we do want to sit down with principals in the field of business and industry to discuss and clarify the issues and to search for solutions.

Apart from developing a policy in this area, companies should examine their operations closely to ascertain that (i) recruitment, promotion or training decisions are, in fact, not based on preconceived notions of the capabilities or other characteristics of minority groups, and (ii) that qualified employees are not denied access to supervisory, managerial and administrative positions because of their race, colour or origin.[11]

We must all frown at the practice of 'screening' job applicants by employment agencies on behalf of certain businesses on the basis of race and colour. Business and industry must recognize that it is in the interest of good race relations to open up job opportunity at all levels to disadvantaged groups. They should develop appropriate mechanisms for implementing and monitoring a policy of equal opportunity for all. Personnel managers, company boards of directors and business associations have a direct responsibility in seeing that this is done.

Some of the key issues, therefore, that the division will address include (i) discrimination in employment, (ii) the development of racial tension in the workplace, especially racial conflict between co-workers and between workers and supervisors, (iii) racial discrimination by employment agencies, (iv) under-utilization and under-representation of visible minorities in certain businesses, specific industries and job categories, and (v) the role of business and industry in helping to reduce or eliminate youth unemployment, which has a very negative impact upon visible minority youth.

11. Ubale, *Equal Opportunity and Public Policy*, op. cit., p. 200

The staff person would (a) provide guidance and consultation on how racial problems can be avoided or resolved, (b) help to design, and deliver where necessary, appropriate educational programs to eliminate discriminatory practices and promote harmonious race relations, (c) encourage and assist employers to conduct reviews of the recruitment, hiring, promotion and training practices of their companies with a view to eliminating discriminatory practices and barriers and implementing equality of opportunity and affirmative action programs, (d) aid in the formation of in-plant race relations committees where racial tensions exist or may arise, (e) aid business and trade organizations and associations to develop race relations policy guidelines and programs for their members.

d. Unions

Traditionally, unions have stood for social justice, and have a long, historical commitment to advance the cause of disadvantaged groups through the power of collective bargaining. It seems natural, therefore, to expect that organized labour holds an important key to the problem of equal opportunity and good race relations through the occupational institutions with which they are associated.[12]

It is a very encouraging sign that the Ontario Federation of Labour (OFL) unveiled in late October 1981, a $100,000 campaign to combat racism through television commercials, posters, and leaflets to be distributed in shopping malls, transit stops, sports events, plants, churches, schools, libraries and other civic buildings. We welcome such influential initiatives, and laud the increasing participation of labour in the task of promoting good race relations.[13]

What the OFL has done is even more important in today's difficult economic climate, for, as the union leadership clearly recognizes, racism tends to flourish in bad economic times when competition for jobs, housing,

12. We note, however, that studies here and abroad, suggest the existence of racial consciousness and discriminatory tendencies within unions. See Chandra, Kananur V., *Racial Discrimination in Canada*, R. and R. Research Associates, San Francisco, 1973, pp. 37-47; Phizacklea, Hinnie, and Miles, Robert, *Labour and Racism*, Routeledge and Kengan-Paul, London, 1980 pp. 229-232; Blalock, Hubert M., *Black-White Relations in the 1980s: Toward a Long-Term Policy*, Praegar, New York, 1979, pp. 120-122.

13. Indeed, our unions should be aware that in taking this kind of initiative, they are not alone, as shown by developments in other jurisdictions. For instance, there has been a significant recognition by the Australian trade union movement of its role in combating racism and, since 1978, the Labour Council of New South Wales has appointed an Ethnic Affairs Officer. See, *Fourth Annual Report, 1978-79 of the Commissioner for Community Relations*, Parliamentary Paper No. 230, 1979. For recent developments in Britain, see *Fifth Report from the Home Affairs Committee on Racial Disadvantage, Vol. 1*, London, Session 1980-81, pp. 1xxviii-1xxix.

education and social services becomes more intense.[14] We are hopeful that the anti-racism campaign of the OFL will be followed by concrete actions aimed at bringing about substantive changes in the working world. Progress can be rapid if the unions would exert more of this kind of pressure. Unions could be highly influential in helping to eradicate racial discrimination from the workplace. The attitude they adopt towards the enforcement of equal opportunity policies could also be crucial.

The Race Relations Division, therefore, looks forward to working with the unions in the area of race relations by helping to (a) press for a policy of equal employment and promotion opportunity in organizations and occupational institutions, through which the unions operate or exercise influence, (b) ensure that minority employees receive proper union representation where they have genuine job-related grievances, and that their complaints are fairly dealt with, (c) oppose all forms of racial discrimination and racism by employers, workers and union members, and (d) promote harmonious race relations in the workplace and in union activities.

e. The Media

The activities of the media have a great bearing on race relations. The influence that the media exert on public opinion, value and judgement makes them a key factor in any race relations strategy. The central concern for us, and for the community, is whether the media will use their influence to promote and reinforce prejudice and racism or help break them down. On occasion they have proved a catalyst for positive change by voicing the special needs and concerns of minorities and by pointing out the responsibilities of governments and dominant groups. Their watch-dog function could prove most beneficial to race relations.

Sometimes, however, journalists and newspapers, in their editorial opinions and syndicated columns, have mis-stated or over-simplified the issues. Statements or viewpoints expressed by certain members of ethnic communities have been generalized as the viewpoint of the whole community. This has led to irresponsible headlines and sensationalism that could jeopardize the efforts being made to improve the race relations climate.

We acknowledge the power of the media; we also ask for the responsible use of that power in the interest of good race relations. The media certainly have an important role to play in helping to bring about racial tolerance and the ideal of equality of opportunity.

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14. See a poll by Goldfarb Consultants in November 1981 on behalf of The Toronto Star indicating that 'immigrants' are increasingly being blamed for 'taking away scarce jobs'. According to that poll, nearly two out of three Torontonians (62 per cent) now admit that they are prejudiced to some degree — a sharp increase from a similar poll a year before, when only 49 per cent acknowledged such a bias. See The Toronto Star, December 1, 1981.

Among the issues, therefore, that our staff would address are (a) the nature and style of media reporting and analysis of racial conflicts, (b) the treatment, generally, of racial and ethnic groups in the press, and the coverage of issues and concerns of minority communities, (c) the representation of racial and ethnic minorities on media staff, including the staff of the advertising industry, (e) and the stereotypical portrayal of minority groups by the media.

f. Government

Government, as the major and, perhaps, most visible employer and provider of social services, is, unquestionably, a key sector. It is also a key spender, whose investments and programs touch virtually every area of our lives. The success of our plan is, therefore, to a great extent contingent upon the commitment of different levels of government. The division will always need their philosophical, as well as their program and public policy, commitments.

f.1. The Provincial Government

At the provincial government level — that is, outside the autonomous initiatives of the Ontario Human Rights Commission, greater efforts are being made in the area of race relations. Perhaps the most significant is the role that the Cabinet Committee on Race Relations has been playing since late 1979, when the committee was created. Cabinet involvement suggests the importance that the provincial government places on race relations.

The committee monitors government race relations programs with a view to maintaining and developing an effective government profile on race relations issues. In this regard, it receives and considers reports drawn from different government ministries,[15] from the Commissioner for Race Relations and the cabinet's Staff Working Group on Race Relations. The committee then makes appropriate recommendations for further government initiative and assistance in race relations.

The Staff Working Group helps the Cabinet Committee to identify areas in which the government could develop effective race relations programs. Issues and problems that the working group has identified and/or is currently dealing with include youth unemployment, with particular reference to its negative impact upon visible minority youth, other disadvantaged groups and the race relations climate; equal employment opportunities in the public service for visible minorities; housing, especially the race relations climate in publicly assisted housing projects; and visible minority representation in

15. These are government ministries whose service or initiatives influence race relations. In the past they had included the Ministries of Labour, Education, Culture and Recreation (now Citizenship and Culture), the Attorney General and the Solicitor General, as well as the Cabinet Office.

government advertising and publications. On the last issue, the Attorney General, as chairman of the Cabinet Committee on Race Relations, has established a Task Force on the Portrayal of Racial Diversity in Government Advertising and Communications. The task force will report to the Cabinet Committee on Race Relations, and has been asked to develop mechanisms by which the government can attain and maintain a realistic and fair portrayal of Ontario's diversity in its advertising and publications.

It is clear, therefore, that the Government of Ontario is showing leadership in promoting good race relations. An even greater and continuing commitment will be needed in the immediate years ahead. It is all the more important that government commitment should become not only more apparent and better publicized, but more effective in terms of translation of public policies into verifiable programs of action. As far as the government of Ontario as a model employer is concerned, this is especially crucial in the area of equal opportunity employment policies and initiatives.

f.2. Regional and Municipal Governments

Municipal governments are, perhaps, closer to the people than other levels of government because of their mandate, which deals with local problems and issues. Furthermore, ward representation offers municipal governments a unique opportunity to operate at the grass-roots level. They are, therefore, in an advantageous position to make their impact felt in race relations areas.

As providers of local social services, as employers, funders of voluntary agencies and leaders of public opinion, municipal and regional governments have an unquestioned influence on their communities. That influence needs to be fully harnessed to promote racial harmony and social justice. Local ethnic and racial minorities, as ratepayers and voters, must feel entitled to the sympathetic attention of their local governments.

In view of the importance we attach to the role of municipalities in race relations, the Race Relations Division held a series of meetings and consultations with the mayors of Metropolitan Toronto to explore the possibility of establishing Mayor's Committees on Race Relations in the various municipalities in Metro. The division promised its active support. It is most encouraging that Mayor's Committees on Race Relations are already being established in different municipalities.[16]

The division is, therefore, pleased that some municipal governments have already recognized that they are major partners in promoting the goal of harmonious race relations, as indicated by their encouraging initiatives. In the cities of North York and Toronto and in the borough of East York, as well

16. To elaborate the concept, a separate paper is being developed. This paper will take into consideration the views and perspectives expressed by the mayors during consultation with them.

as in regions such as Kitchener-Waterloo, such committees are very active. Often, they have been set up at the urgings of the Race Relations Division when a race relations problem surfaces.[17]

The division anticipates that in the coming years, regional and municipal authorities will design and deliver services and programs geared towards eliminating racial disadvantage. The division also believes that these local authorities are in the best position to lead in the development of equal employment opportunity programs and to ensure equal access to jobs at all levels of their organizations, regardless of race or colour. Again, there are encouraging signs. States Mary Bruce, Equal Opportunity Program Administrator for the City of Toronto at the recent Conference on Racial and Ethnic Minorities in the Workplace:

'Equal opportunity is defined at the City Hall as "Equal Access to Recruitment, Training, Development and Promotion." The City of Toronto endorses an equal opportunity policy, but our program also has some Affirmative Action components. This means that our strategies are designed to remove the unnecessary barriers which continue to restrict employment and promotional opportunities for special groups within the City.'[18]

We look forward to a multiplication of similar initiatives.

g. Housing

The growth of publicly assisted housing units in the inner cities and suburbs has made it possible for many families and individuals with modest incomes to have access to affordable housing. However, the attendant social and cultural diversification in some neighbourhoods, and the concentration of disadvantaged groups in a lower-income environment without, at the same time, the development of adequate support programs and recreational facilities, has had a perceptible impact on race relations.

While it may be risky to generalize the race relations climate in Ontario Housing Corporation (OHC) complexes, especially as the racial composition of each project varies, it is true that visible minorities make up about 75 per cent of some OHC complexes in Metropolitan Toronto. A high concentration of visible minorities in such complexes tends to create an atmosphere of mistrust and antagonism between them and white residents on the one hand, and between them and the overwhelming white community surrounding the OHC projects, on the other.

17. It should be noted that somewhat similar committees were established by the mayors of Amherstburg (August 1965) and Kenora (November 1965), at the suggestion of the Ontario Human Rights Commission, when serious race relations problems developed in these communities in the mid-1960s. Although appointed and chaired by the mayors of these areas, they were then called 'Citizens Committees.'

18. See paper submitted to the Social Planning Council of Metropolitan Toronto Conference on Racial and Ethnic Minorities in the Workplace, Toronto, October 29-31, 1981 (mimeographed). See also *Equal Opportunity Employment Utilization Study and Statistical Appendix*, City of Toronto, 1981.

Furthermore, concentration of certain groups in public housing appears to have accentuated the pattern of social disadvantage for such groups. We cannot ignore the fact that, on a per capita basis, there are more racially motivated neighbourhood disputes and acts of vandalism reported by residents of these OHC complexes than by residents of privately owned houses in Metropolitan Toronto. A number of OHC communities are either constantly or periodically experiencing racial tensions or are known as volatile areas where racial conflicts can potentially occur. The general problems experienced by these communities may include youth violence, drugs, racial name-calling, high levels of unemployment, violence in the homes and poor police-minority relations.

In reference to youth violence in the Jane-Finch neighbourhood, Dr. Jerry Cooper states in a report:

'There is no basic difference between middle class and lower class families regarding innate factors of violence. What differentiates them is the place of living, economic structure, stability of the family and resources available to them.'[19]

With these considerations in mind, any remedial initiatives would have to take into account, in both the short and the long term, the socio-economic factors involved, rather than simply follow traditional remedial strategies.

Division staff persons will: (a) assist OHC staff and tenant groups in resolving neighbourhood race related disputes, (b) work closely with tenant and local community groups and committees to ensure that there is a more serious response to the special needs of residents, (c) provide human rights training programs and consultative assistance in the resolution of racial and ethnic conflicts to community guardians and other security staff who are hired by OHC, (d) help address the problem of visible minority concentration in certain OHC complexes, (e) help bring about better police-community relations.

h. Minority Youth Unemployment

The importance and implications of youth unemployment have been examined in our discussion of strategies. In this section, we will discuss what is actually happening in the labour market and the proposed role of the Race Relations Division.

Labour market changes and the economic instability of recent years have created a serious personal hardship for disadvantaged groups. Because many who are presently employed fear losing their jobs, the tendency to protect

19. See Dr. Jerry Cooper's report to Mayor Lastman's Committee on Youth Violence, entitled 'Perspectives of Youthful Violence in North York, Toronto, 1980.'

their advantage becomes stronger. In the midst of high unemployment and inflation, a reduction in categories of 'permanent' unemployment becomes more far-fetched and structural disadvantage deepens, especially as employment organizations become more resistant to pressures for equality of opportunity in hiring.

The unemployment problems of disadvantaged minority groups may be compounded by their language difficulties and their lack of skills and job experience. New immigrants often enter the job search with little, or no, relevant schooling, training or work experience. Although 'Canadian experience' is not necessary for most jobs, some employers continue to use this criterion for screening out job applicants who might otherwise be able to perform the requirements of the job. Furthermore, the fact that some hiring organizations adopt the principle of equal employment opportunity does not guarantee that they translate this policy into actual practice. All these factors point to the vulnerability of racial and ethnic minority group members in the job market.

For the situation to improve, there is a need for strong government policy initiatives. No policy of equal opportunity is known to succeed without some running check on the representation of minorities on staff, and periodic monitoring to determine their rate of progress. Job seekers' motivation would be increased if they had a chance of success. It is just this situation that has led to affirmative action for minorities in other jurisdictions. The division, would therefore, (a) encourage various levels of government and other agencies to undertake projects in the field of youth education, training, employment and social services, (b) develop a network of contacts with disadvantaged minority groups to identify their needs and to press government and other agencies to meet those needs in the interest of good race relations, and (c) help monitor the progress of minority youth employment through constant involvement at the local level.

i. Religious Institutions

The division has long recognized the positive role that the churches and other religious bodies can play in promoting harmonious race relations. In April 1980, therefore, the Race Relations Division established the Consultative Committee of Religious Leaders on Race Relations to work with the division to promote positive race relations. This committee has two major objectives: (a) to educate religious consituencies about racism in society, (b) to encourage mutual respect among racial groups at the community level.

The consultative committee's work program is designed to achieve its objectives through (a) a series of ecumenical worship services in selected communities in Ontario, (b) awareness campaigns consisting of mailings to churches, temples and synagogues in Ontario (c) preparation of race relations

public education materials for use by religious institutions, (d) annual conferences of religious leaders, and (e) annual community festivals and community awareness work.

The staff will assist in a consultative capacity in program development and delivery. Broadly, religious institutions, through educational efforts within their individual congregations, will help to promote good race relations. Within their own rank and file, as well as within society as a whole, they will help to promote equality of opportunity for all groups.

j. Health Care and Social Service Delivery Systems

The central concern here is with appropriate and equal service delivery to all Ontario residents, given without regard to race or nationality. Social services have a key role to play in many areas of race relations as service providers to recipients in a multi-ethnic and multi-racial society. Problems usually experienced in this area relate to both the visible minority recipients of the services, on the one hand, and the social workers and institutions (governments and voluntary agencies) who deliver the services, on the other.

It is important for harmonious race relations that the distrust and frustration of visible minority recipients be addressed, and that they feel that the social service system serves their needs equally with other members of the society.

The other problem is the *attitudes* of health care professionals and social workers and their feelings about cultural difficulties that they may encounter in dealing with immigrant recipients. Immigrant distrust and worker attitudes could lead to mutual hostility, lack of co-operation and the minority recipient often feeling harshly treated or even harassed on the basis of race, colour, ethnicity or nationality.

Staff assigned to this area will help: (a) to identify the special needs of immigrant recipients, (b) to develop special needs programs for specific groups, (c) to develop special staff or social worker training in race relations, (d) to examine agency hiring practices and encourage agencies to ensure the availability and adequacy of ethnic minority social workers, (e) to stimulate greater responsiveness on the part of social services departments to neighbourhoods where racial tensions and conflicts arise or are likely to arise, (f) to encourage a more active role by the social service system in the adaptation of new immigrants, and (g) to suggest changes in social services practices and policies that would contribute to better race relations.

The Role of Research

1. Research

So far, we have discussed the problems and the work to be done in the various sectors. We clearly recognize, however, that sectorial work would become ineffective and inefficient unless it is backed up by appropriate research within the division.

Race Relations is a dynamic issue, and different responses are needed at different times. Proper responses cannot be made in a vacuum, but must be based on verified information about social conditions and social processes. Furthermore, if the Race Relations Division is to carry out its function effectively and efficiently under the new Human Rights Code, it must be constantly aware of what is happening in those systems or institutions it hopes to influence. This suggests the need for the division to update all information necessary for further policy reviews and recommendations.

Finally, policy decisions in race relations must always be based on a clear picture of the targets and available means of social change. All of these emphasize the important role of research in race relations. This research capacity has, so far, not been developed in the commission. It is, however, our intention to build up our own in-house research capacity. Such a resource will also enable us to establish our own sense of priorities, i.e. what is important and urgent in race relations research.

2. Library Resources on Race Relations

The Ministry of Labour Library, with the co-operation of the Race Relations Division, maintains an extensive library collection on race relations to support the activities of the Race Relations Division. This collection aids the research and policy initiative needs of the Race Relations Division, and is also available to the public.

The basis for this collection was established in the early 1970s when the Ontario Human Rights Commission library collection was integrated into the Ministry of Labour Library. In that period, the OHRC and the Ministry of Labour moved to their present location at 400 University Ave.

Recently, this collection has been improved with the support of $8,000.00 in funding for fiscal year 1981-82 from the Race Relations Division. The

ministry library has purchased additional resources for race relations and related fields with these funds.

The Ministry of Labour Library also provides a monthly race relations current awareness data base search for the Race Relations Division, which lists bibliographic information about recent publications in this field. In addition, these bibliographic data bases are used to provide information about specialized topics on request for Ministry of Labour staff (e.g. police training in human rights, attitude change, Ku Klux Klan, etc.). The Ministry of Labour Library also operates an Inter-Library Loan service for ministry staff in order to borrow from other libraries necessary items not held in the ministry library collection.

The Ministry of Labour Library also publishes a monthly *Library Bulletin* mailed free of charge to ministry staff and the general public. The *Library Bulletin* includes a list of new books and journal articles about human rights and race relations available from the library, as well as labour relations and employment issues. Ministry staff can borrow materials listed in the *Library Bulletin* and the general public can use these materials in the ministry library where a photocopier is available.

Finally, the Ministry of Labour Library has trained professional staff who are available to assist library users in using the library's resources in race relations or other subject areas in the library collection.

Conclusions and Overview

The Race Relations Division has an important consultative, educational and facilitative role to play in the furtherance of good race relations. Where appropriate, we will work behind the scenes; where necessary, we will take an advocacy approach. It is recognized that changes are necessary in order to bring about a more harmonious race relations climate.

We are convinced that society-wide involvement is of paramount importance in race relations work. As we go along, we will involve the public in both policy input and program delivery.

The key element of our strategy is to build a racism-remedying capacity within all the major Ontario institutions. With regard to community groups, it must be recognized that the division would like to maintain its neutrality in dealing with all groups.

We emphasize the leadership role of municipal and regional government. Since we consider their involvement crucial, we are looking forward to their more active participation in the coming years.

Significant progress in race relations, and especially in the enunciation and implementation of equal opportunity policies and programs, will only come about when the various levels of government see their roles as critical, and the need for such policies and programs as a major priority. It is essential, in this regard, that every ministry or department of government, at all levels, takes the phenomenon of racial prejudice and discrimination into account in all policies and programs.

In order to implement meaningful race relations policies, there is a need for a co-ordinated approach between the various levels of government. Presently, such co-ordination is lacking. We hope that we can help to bring the various levels of government to work together in race relations initiatives.

Since we are consultants and facilitators, our involvements may, for a while, be invisible; our work may be largely intangible and prolonged. The community must bear this in mind. Furthermore, social problems are continuous. One problem gives rise to another. In this continuous process, continuous and consistent effort is needed.

Race relations today has become an international issue in which there are external forces at work and in which a problem in one jurisdiction has influence upon a problem in another. Sometimes, this has an unbalancing effect. Given this condition, we are trying to address the problem in a

systematic manner with accurate up-to-date information and research. As the issues change, so will our strategies.

Race relations is not a one-way street. It requires adjustment on both sides; all groups in society must co-operate to bring about harmonious relations. This requires society-wide goodwill. It calls particularly for the goodwill of all those who have the power to change or influence the direction of our society. And we intend to harness these positive forces.

While we call for commitment and a more energetic effort from all groups and institutions in Ontario we cannot underestimate the requirement for a greater investment of both human and financial resources by government and all the key agencies and institutions of society. In this regard, we have stressed the need for the Race Relations Division to have a funding power to enable it to influence and better co-ordinate the multiplicity of community groups and organizations with which it will increasingly be dealing. Funding is a major factor if we are to achieve the alliance we seek between government and non-governmental organizations. This alliance is imperative if our effort is to be widely extended.

We hope that through a dedicated effort to carry out our mandate, and through a clear and central focus in race relations we shall, in the coming years, contribute in a significant and broadly acceptable way to the positive social growth and harmony of this province. It is important to us that we defuse the anxieties of all and overcome the psychological barriers and selective perceptions that impede social progress.

But we must recognize that needed changes in society are not always secured through strict consensus, nor is society made safer by one anxiety prevailing because it is more dominant. The conflict between two motivations — one resistant to change and the other demanding change — must, in the end, be judged in terms of society's overwhelming desire for order and stable, harmonious race relations. In our modern multi-ethnic multi-racial world, this is now a prime consideration.